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**A Summary of  
Gender Strategies of  
Multilateral Development Agencies  
and Selected Bilateral Donors**

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## ACRONYMS

ADB	Asian Development Bank
ADC	Austrian Development Cooperation
AFD	French Development Agency (France)
APEC	Asia–Pacific Economic Cooperation
AUSAID	Australian Agency for International Development
BMZ	Federal Ministry for Economic Cooperation and Development (Germany) (Bundesministerium Für Wirtschaftliche Zusammenarbeit Und Entwicklung)
CDEG	Steering Committee for Equality between Women and Men (European Union)
CEDAW	Convention on the Elimination of All Forms of Discrimination Against Women
CGAs	Country Gender Assessments
CIDA	Canadian International Development Agency
COE	Council of Europe
DAC	Development Assistance Committee
DANIDA	Danish Development Cooperation Agency
DCI	Development Cooperation Ireland
DFID	Department for International Development (UK)
DGCID	Directorate General for International Cooperation and Development (France)
DGCS	Ministerio Degli Affari Eesteri (Ministry of Foreign Affairs) (Italy)
DGDC	Directorate-General for Development Cooperation (Belgium)
DSI/VR	Social and Institutional Development Department of the Directorate-General for International Cooperation/Women and Development Division
EU	European Union
FAO	Food and Agriculture Organization
FINNIDA	Department for International Development Co-operation (Finland)
GAD	Gender and development
GAP	Gender Action Plan

GAVIM	A Dutch acronym for poverty reduction, gender equality, and women's empowerment, environmental protection, good governance, and institutional development.
GENDERLAC	<a href="#">Gender Latin America and the Caribbean (a database of IDB)</a>
GMS	Gender Management Systems
IADB	Inter-American Development Bank (Web site acronym only)
ICT	Information and communication technology
IDB	Inter-American Development Bank
ILO	International Labour Organization
JICA	Japan International Cooperation Agency
MDGs	Millennium Development Goals
NGO	Nongovernmental organization
NORAD	Norwegian Agency for Development Cooperation
NWM	National women's machineries
NZAID	New Zealand Agency for International Development
NZODA	New Zealand Official Development Assistance
ODA	Official Development Assistance (Japan)
ODIHR	Office for Democratic Institutions and Human Rights (OSCE)
OECD	Organisation for Economic Co-Operation and Development
OECD/DAC	Organisation for Economic Co-Operation and Development/Development Assistance Committee
OSCE	Organization for Security and Cooperation in Europe
PoA	Plan of Action
SDC	Swiss Agency for Development & Cooperation
SDS	Sustainable Development Department
SIDA	Swedish International Development Cooperation Agency
UN	United Nations
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund

UNIFEM	United Nations Development Fund for Women
USAID	U.S. Agency for International Development
WB	World Bank
WID	Women in development

## I. OVERVIEW

This document reviews gender-mainstreaming strategies in use by multilateral and bilateral agencies. Many, but not all, of the multilateral and bilateral donor development agencies have strategies that specifically address issues of women in development and gender equality. Initially these may have existed as discrete plans, but increasingly these are incorporated into agency-wide strategic plans. This reflects the evolution of different development approaches from a focus on the status of women, to women in development (WID), to gender integration and gender equality, to gender and development (GAD).

This review includes the gender mainstreaming strategies of Organisation for Economic Co-operation and Development (OECD) member countries, international institutions such as the World Bank and regional development banks, regional organizations such as the Commonwealth Secretariat and Asia-Pacific Economic Cooperation (APEC), and United Nations agencies. Strategies and action plans were not found in English for some multilateral organizations, such as the International Monetary Fund, and some individual OECD countries, among them Greece, Luxembourg, Portugal, and Spain. The strategies reviewed, however, represent a wide range and provide varying approaches.

### From Women in Development to Gender and Development

The strategies reflect the evolution of development thinking over the last 30 years. This evolution began with the focus on the advancement of women through specific projects targeted at women, and expanded to the broader concept of including women in development (WID) as both agents and beneficiaries of development projects. Particularly during the 1990s, many in the development community began to shift from the WID approach to one that focused on gender, the roles socially and culturally ascribed to women and men that may vary from culture to culture and over time. A gender approach includes the recognition that development must address women not in isolation or as a separate group but in relation to men and to society as a whole. This led to the widely adopted goal of seeking gender equality where society values equally both the similarities and the differences between women and men and the varying roles they play. Thus, the most current approach is one of gender and development, which has been adopted by most of the new strategic plans since the latter part of the 1990s.

### Gender Mainstreaming and Women's Empowerment

Almost all of the agencies reviewed adopted the dual approaches of gender mainstreaming and women's empowerment. According to the Commonwealth Secretariat, the gender mainstreaming approach focuses on the fact that women and men have different life experiences and that development policies affect them differently. Thus, gender should be integrated into development at all levels and in all sectors, focusing less on providing equal treatment to women and men (since equal treatment does not necessarily result in equal outcomes) and more on taking whatever steps are necessary to ensure equal outcomes. Empowerment is about people taking control over their lives, setting their own agendas, gaining skills, and solving problems. It is not only an individual process but a collective social and political process as well, and for development it becomes not only a process but also an outcome. It is important to note that gender mainstreaming and empowerment were initially seen as means to reach gender equity in programming. Now, however, gender equity strategies are being used as means; reaching gender equality is the goal and the result. The European Union (EU) speaks of a "pro-active approach" to *promote* gender equality, rather than to focus on gender integration or gender mainstreaming. The United Nations

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Development Program (UNDP) indicates that “making gender equality a reality is a core commitment....When development is not ‘en-gendered,’ it is ‘en-dangered’.”

### **Role of Beijing Platform for Action and CEDAW**

Most of the strategies refer to the Beijing Platform for Action and the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) as key to their approach and their goals. Both DANIDA and NORAD, the development agencies of Denmark and Norway, respectively, specifically indicate that they have adopted a human rights-based approach to gender. NORAD says, “gender equality is a national concern and not just a matter of women’s rights.”

### **Millennium Development Goals**

What is new in strategies developed since 2000 is the extent to which they are referencing and adopting the United Nations Millennium Development Goals (MDGs) as further basis for their own work. Individual countries (Belgium, Denmark, Finland, Ireland, the Netherlands, Norway, the UK), the EU, development banks (the Africa Development Bank and the Inter-American Development Bank), and UN agencies (UNDP, UNIFEM) refer often to the MDGs and use the “Road Map,” 18 time-specific targets and 48 indicators. Although Goal Three specifically refers to promoting gender equality and the empowerment of women, the plans recognize that all eight of the MDGs have critical gender dimensions and are crosscutting.

### **Gender as a Crosscutting Issue**

Whether or not new strategies specifically mention the MDGs, most speak of gender as a crosscutting issue. Some include gender along with other crosscutting issues such as the environment, good governance, and human rights. The African Development Bank identifies transboundary and communicable disease as an additional crosscutting issue.

### **Gender Analysis and Research**

Almost all development agencies indicate a strong need for gender analysis and research both in their own planning and in the design and implementation of assistance programs and projects. The institutions themselves and their development partners need to generate and include sex-disaggregated data and strong monitoring and evaluation. Several mention the need to work with their development partners to introduce and incorporate gender budgeting into their work. They recognize the importance of finding good performance indicators for monitoring the progress of measures to promote gender equality. However, it is also acknowledged that, as stated by NORAD, “many important [gender] initiatives cannot be reflected in economic statistics. This strategy will therefore provide a basis for qualitative feedback on the situation in our partner countries....” as well. FINNIDA, Finland’s development agency, has produced a particularly useful handbook for implementing gender analysis, entitled *Navigating Gender: A framework and a tool for participatory development*.

### **Internal Gender Mainstreaming**

The agencies also recognize the need to work internally on their own institutional efforts toward gender equality. There is a persistent lack of operational understanding of gender issues, and almost all recognize

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the ongoing need for institutional capacity building and staff training about gender. This applies to their development partners as well. The commitment of development leadership throughout an organization is critical. Along with this is the need to identify accountability. Several strategies outline in considerable detail accountability for specific actions at all levels, including the use of charts and tables for guidance (ADB, IDB, DAC, WB, CIDA, FINNIDA, NORAD, SIDA). Technical support, including tool kits, both internally and for partners, is needed to accomplish stated targets and goals.

## **Monitoring**

A number of the agencies formulated specific guidelines for monitoring their strategies. The IDB strategy for 2002–2005 requires a midterm and final report and includes extensive tables, with specific targets and timelines. UNDP has institutional guidelines while the World Bank requires an annual report on progress in implementing gender strategies. CIDA, the Canadian development agency, has internal institutional structures and accountability specified at all levels. FINNIDA's and SIDA's guidelines are perhaps the most extensive and require gender to be included in job descriptions, the management structure and process, embassy roles, and in all levels of responsibility for implementing their gender strategies. FINNIDA goes a step further by identifying a "user's guide" for various officials, including information officers and representatives who may be involved in bilateral consultations and multilateral meetings. Ireland's new Gender Equality Policy will monitor and assess its strategy over a three-year period. It is establishing monitoring teams both at its headquarters and in its embassies.

## **Resources and Commitment**

Critical, too, is the recognition that achieving the goal of gender equality takes time and resources. "Working to achieve gender equality through development cooperation is time-consuming, and adequate resources must be made available to achieve success" (NORAD). The UNDP's agenda states: "At the country level, the national budget is a good gauge for measuring political commitment vis-à-vis gender equality. No commitment speaks louder than financial commitments." DCI, in Ireland, has included as part of its new gender policy, adopted in September 2004, that budget commitments will reflect gender commitments.

## **Implementation and Coordination**

Most of the development agencies have some sort of gender mechanism to administer and coordinate their gender policies and strategies. These vary from gender units at all levels (Switzerland), to Resident Coordinators (UNDP), to a specific Secretariat (APEC, COE), to working groups (JICA), to a Gender Equality Division (CIDA). In 2000, Italy did away with a separate office completely and is focused totally on mainstreaming gender throughout the agency. However, most strategies recognize that gender and development (GAD) coordination, ascribed to the highest authority level possible within the agency, is essential to assure that gender will be mainstreamed effectively. The strategies also recognize that meaningful and widely accepted indicators designed to measure the success of gender mainstreaming are needed. Ongoing, intentional GAD coordination and dedicated leadership will continue to be necessary.

## **Collaboration and Consultation**

Because most of the European countries belong to more than one of the organizations reviewed, such as the Council of Europe, the OECD, and the Organization for Security and Cooperation in Europe

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(OSCE), these countries often reference other strategic plan agreements. Japan also references the use of the OECD/DAC gender guidelines. Some speak of the “partnership approach” to their strategies, meaning both with their partners in developing countries and their overlapping international partnerships with the donor community. DAC encourages innovation in developing changes in institutional cultures, processes, and structures and the development of new instruments and methodologies. The COE also speaks of the role of intermediate-level organizations, including nongovernmental organizations (NGOs), social networks, communities, and even families. Several reports mention that the strategies were developed in a consultative, highly collaborative, and consensus-building process, including agency-wide efforts, and often with the input of an outside working group.

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## II. MULTILATERAL AGENCIES

### 1. AFRICAN DEVELOPMENT BANK

The African Development Bank Group is a multinational development bank supported by 77 member countries from Africa, North and South America, Europe, and Asia. Its mission is to promote economic and social development. In 1990, the Bank adopted a Gender Policy that provided a framework for its support to regional member countries and promoted gender in Bank-funded programs and projects and all policy documents by:

- Providing a framework for the incorporation of women's concerns and needs into its normal operations;
- Identifying and assessing the major constraints that inhibit women from maximizing their contribution to national development efforts;
- Serving as a framework within which the Bank Group operations will evolve to systematically address these constraints and help overcome them;
- Stimulating dialogue with regional member countries on the kind of projects/programs aimed at integrating women into the development process that the Bank Group will support. This will facilitate sectoral planning by regional member countries and help develop, where necessary, the legal and institutional framework for the integration of women into the development process;
- Establishing a policy framework for the Bank Group's cooperation with bilateral and multilateral organizations and NGOs.

In May 1999, the African Development Bank Group adopted the *Vision of the African Development Bank—A Re-Invigorated Bank: An Agenda for Moving Forward*. Following this, the Bank also accepted the UN Millennium Development Goals (MDGs) and incorporated them into their new Strategic Plan of 2003. In the plan the Bank indicates that it will support cross-development issues, including gender, environment, and good governance, and the fight against transboundary and communicable diseases.

### 2. ASIA–PACIFIC ECONOMIC COOPERATION (APEC)

The Asia–Pacific Economic Cooperation (APEC) is a consultative forum of 21 economies working to facilitate economic growth, cooperation, trade, and investment in the Asia–Pacific region. APEC recognizes the important role of women in economic development. Integrating women in all APEC activities is a strategic priority, and APEC identified it as a crosscutting theme in 1998 and outlined it in the “Framework for the Integration of Women.” The Framework is comprised of three interrelated elements: (a) gender analysis, (b) collection and use of sex-disaggregated data, and (c) involvement of women in APEC.

APEC recognizes that the impact of the Framework on the social and economic well-being of the region could be considerable, and its implementation will increase the effectiveness of APEC policies and activities in achieving such goals as:

- Identification and elimination of barriers to women's full participation in the economy and the disproportionate impact of the 1997 financial and economic crisis on women;
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- Creation of a leading-edge workforce that fully uses the talents of the entire population—male and female;
- Increased capacity of women to respond to economic opportunities offered by trade and investment liberalization and by economic and technical cooperation;
- Explicit integration of the economic interests of women into strategies for economic recovery and future prosperity; and
- Broader understanding and support for APEC through the increased participation of women.

APEC recognizes that successful implementation requires capacity-building in gender analysis, increased awareness of the Framework and good examples of gender-integrated policies and projects, commitment at all levels for gender integration, monitoring, and gender expertise to assist the process. The Framework includes a charge to the Secretariat to disseminate the Framework in both print and electronic formats.

### 3. ASIAN DEVELOPMENT BANK (ADB)

The Asian Development Bank is a multilateral development finance institution dedicated to reducing poverty in Asia and the Pacific. The ADB recognizes the critical role of women in its entire operational spectrum. The Bank's original Policy on the Role of Women in Development was adopted in 1985 and reinforced in 1992 when it elevated women to the mainstream of the Bank's strategic development agenda. In 1992 there was also a shift in the approach from women-only projects to developing a mainstreaming approach; since 1993 the Bank has overtly integrated gender considerations into all country operational strategies. As a result, the number of projects identified as specifically women in development (WID) projects between 1992 and 1996 was very limited, and few projects are classified with the primary or secondary objective of WID. But the Bank recognized the need for review of its efforts in the mid-1990s and acknowledged the need to move from a WID to a Gender and Development (GAD) approach as adopted in the revised "Policy on Gender and Development" in 1998. The policy now focuses on promoting gender equity through mainstreaming gender considerations in all aspects of ADB work, including macro- and microeconomic policy, policy dialogue, lending, and technical assistance operations.

The key elements of the GAD policy to address gender disparities and promote gender-inclusive development include:

- Designing projects that address gender equity concerns in health, education, agriculture, natural resources management, and financial services (with particular emphasis on microfinance);
  - Assisting developing member countries in policy support, strategic agenda setting, capacity building, and GAD awareness<sup>1</sup> and in formulating and implementing policies and programs directed at improving the status of women;
  - Facilitating gender analysis of proposed projects, including program and sector loans, and ensuring that gender issues are considered at all the appropriate stages of the project cycle, including identification, preparation, appraisal, implementation, and evaluation;
  - Promoting increased GAD awareness in ADB through training workshops and seminars and developing approaches and guidelines to implement the policy;
  - Helping developing member countries implement commitments made under the Beijing Platform for Action adopted at the UN Fourth World Conference on Women held in Beijing in 1995; and
  - Exploring opportunities to address some of the new and emerging issues for women in the region.
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The *Gender Action Plan 2000–2003* primarily is a report on the implementation of the ADB-wide Gender Action Plan (GAP) to operationalize the ADB's strategic objective and policy on GAD and to account departmentally, regionally, and programmatically for the implementation of the GAP. There are extensive appendixes attached to the report of specific activities, including project title, year implemented, timelines, objectives, and how gender concerns are being addressed for each project. Although ADB-specific, the detailed reporting of these projects demonstrates the extent to which the ADB is working to mainstream gender through the social, environmental, agricultural, infrastructure, financial, and other sectors of its programming.

#### 4. COMMONWEALTH SECRETARIAT

The Commonwealth Secretariat was established in 1965 as the main intergovernmental agency of the Commonwealth of States, facilitating consultation and cooperation among its 54 member governments and countries. It works as a trusted partner for all Commonwealth people in the fields of peace, democracy, equality and good governance, global consensus building, and as a source of assistance for sustainable development and poverty eradication. The Secretariat focuses on strengthening institutional arrangements and processes and identifying priority issues falling within the two major areas of Commonwealth initiatives: political and human rights and social and economic development.

Its “Plan of Action” (PoA) on Gender and Development moves beyond “equality of opportunities” to “equality and equity of outcomes”; that is, from the WID approach (which uncritically accepts the power structures in society) to the GAD approach (because power relations may not let WID-activated equality of opportunity for men and women translate into equality of outcome). The PoA specifically explains that a “gender mainstreaming approach focuses on the fact that women and men have different life courses and that development policies affect them differently. It addresses these differences by integrating gender into development planning at all levels and in all sectors, focusing less on providing equal treatment to men and women (since equal treatment does not necessarily result in equal outcomes), and more on taking whatever steps are necessary to ensure equal outcomes. It recognizes that the empowerment of women can only be achieved by taking into account the relationships between men and women.”

The core of the Commonwealth Secretariat's PoA is its Strategic Guide, which focuses on two levels: (a) it strengthens institutional arrangements and processes crucial to the ability of both governments and the Secretariat to implement it, and (b) it identifies a set of interrelated priority issues of special concern to the Commonwealth in which it has a comparative advantage. This Strategic Guide outlines strategies for promoting gender in government, identifying the division and level of government that should be addressing each strategy. It provides a detailed Check List for Integrating Gender into Project, a table of Action Indicators, an End of Project and Division's End of Year Summary forms, and information on in-house resources to assist staff in gender mainstreaming, which might be useful for others. The annexes also include lists of primary contact points and bureaus for each of the Commonwealth countries.

The Update recognizes critical issues for the new millennium as policy priority areas for action to 2005, including human rights, peace, and political participation, as well as macroeconomic and social development issues. It refers to the UN Optional Protocol on CEDAW and a number of new Commonwealth Declarations that have emerged since 1995, that it now includes as the basis for the Update to the 1995 PoA. It reaffirms the overall approaches and priorities of the PoA and emphasizes a new focus to work with national women's machineries (NWMs) to address their challenges in gender

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mainstreaming and strengthen their roles. (National women's machineries, a term popularized by the UN system, refers to governmental mechanisms and/or institutions to promote the advancement of women in policies and programs). Since 1996, the Commonwealth's development and implementation of Gender Management Systems (GMS)<sup>1</sup> has constituted a unique and system-wide approach to advancing gender equality through gender mainstreaming. A GMS is defined as a "network of structures, mechanisms and processes that are put in place to guide, plan, monitor and evaluate the process of mainstreaming gender into all areas of an organization's work." A GMS offers governments the flexibility to implement gender mainstreaming through various approaches such as gender analysis, gender planning, and budgeting. The Update recognizes the need to continue to strengthen the institutional capacity for gender mainstreaming implementation in member countries and in the Secretariat and its various Divisions. Monitoring mechanisms, including an annual questionnaire, performance measurements, progress indicators, and impact assessment, are important to the accountability process. The Commonwealth also encourages innovative use of its Web site for sharing successful practices in priority issue areas.

## 5. COUNCIL OF EUROPE (COE)

The Council of Europe is an intergovernmental organization made up of 45 member countries, which seeks to promote democracy, human rights and the rule of law and develop common responses to political, social, cultural, and legal challenges in its member states. Protection and promotion of women's human rights is a major concentration of the Council. It aims to combat any interference with women's liberty and dignity (for example, violence against women, trafficking in human beings for the purpose of sexual exploitation, free choice in matters of reproduction, etc.), to eliminate discrimination based on sex, and to promote a balanced representation of women and men in political and public life. Since 1995, it has been actively involved in integrating and mainstreaming gender in development cooperation. The intergovernmental body specifically entrusted with defining, stimulating, and conducting the Council of Europe's action to promote equality between women and men is the Steering Committee for Equality between Women and Men (CDEG). In 1998, the Council adopted Regulation No. 2836/98 on integrating gender issues in development cooperation, and in 2001, it adopted a Program of Action for mainstreaming gender equality in Community Development Cooperation (COM 2001-295).

The Council of Europe's main objectives with respect to gender are protecting and promoting women's human rights (with emphases on combating trafficking in human beings and preventing violence against women) and ensuring balanced participation of men and women in democratic practices (with emphasis on gender mainstreaming). Consequently, the strategic considerations that have guided COE's local approaches include:

- Effectively resolving the differential impact of developmental work on women and men;
- Making strategies flexible with respect to the needs and situations of individuals and groups and to the circumstances at each particular location;
- Implementing a decision-making process that works toward consensus;
- Focusing neither on the isolated individual nor on the society as a whole to bring about successful change, but taking into account the intermediate level: organizations, social networks, communities and families;

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<sup>1</sup> *Gender Management Systems Reference Handbook*, Gender Management System Series. London: Commonwealth Secretariat, 1999.

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- Linking gender equality with other issues of democracy, like human rights, values, and substantive justice; and
- Creating a basis for rethinking divisions traditionally made between the private and the public sphere and highlighting the implications of equality in personal life for the quality of life of everyone in society.

The Annual Report for 2002 reviewed here, dated April 2003, however, is not a strategic plan, but rather a summary of members' activities, with a special focus on violence.

## 6. FOOD AND AGRICULTURE ORGANIZATION (FAO)

The *FAO Gender and Development Plan of Action 2002–2007*, following two earlier plans that focused on women in development, presents a framework to mainstream gender into the work of FAO<sup>2</sup> and clearly ties that work to the necessary empowerment of women. In pursuit of FAO's mission to help build a food-secure world, it aims at removing the obstacles to women and men's equal and active participation in, and enjoyment of the benefits from, agricultural and rural development. It emphasizes that a transformed partnership based on equality between women and men is an essential condition for people-centered sustainable agricultural and rural development.

During the period covered by the GAD Plan of Action (PoA), 2002–2007, FAO will promote gender equality in the access to sufficient, safe, and nutritionally adequate food; access to, control over, and management of natural resources and agricultural support services; participation in policy- and decision-making processes at all levels in the agricultural and rural sector; and in opportunities for both on- and off-farm employment in rural areas.

The purpose of the *FAO Gender and Development Plan of Action 2002–2007* is fourfold:

1. To improve FAO's capacity to assist Member Nations in achieving equitable and sustainable agricultural and rural development by mainstreaming gender issues into the Organization's normative and operational activities;
2. To establish objectives that provide a clear focus for the achievement of measurable and realistic medium-term goals for gender mainstreaming in relevant FAO priority areas;
3. To achieve institution-wide commitment to and support for implementation of the PoA;
4. To present a framework to enable FAO's staff at Headquarters and decentralized offices to mainstream gender into their work.

Notably, the PoA echoes and expands on the objectives of the *Rome Declaration on World Food Security* and the *World Food Summit Plan of Action* adopted in 1996, which clearly reflects the importance of gender in all its seven commitments. Specifically, in Commitment One, it is recognized that full participation of

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<sup>2</sup> FAO is a UN specialized agency, or technical agency, not a development agency per se.

women and men is a fundamental prerequisite to achieving food security for all. The equal access for all to productive resources is underlined in Commitment Two, while Commitment Three also recognizes that production increases need to be achieved without overburdening women farmers. Commitment Four commits to negotiate the role of women in international trade negotiations and the specific needs of women and female-headed households in situations of emergencies are underlined in Commitment Five. Activities specifically targeted to women (for example, microcredit and investment) are addressed in Commitment Six. Finally, in Commitment Seven the implementation of the PoA is outlined, and in this respect the need for collecting gender- and sex-disaggregated data is underlined.

## 7. INTER-AMERICAN DEVELOPMENT BANK (IDB)

The Inter-American Development Bank was established to help accelerate economic and social development in Latin America and the Caribbean. The Bank's women in development (WID) policies, in recognition of the central role of women in its developmental work, are intended as a further step in reinforcing Bank-supported, beneficiary-oriented policies and projects. Its 1987 "Operating Policy On Women in Development" remained the fundamental policy of the Bank throughout the 1980s and 1990s, and established the Bank's commitment to addressing the needs and priorities of the women in its member countries. In this Policy, the Bank states it will support initiatives aimed at:

- Recognizing and enhancing women's actual and potential role in productive and social activities and their contribution to the national development process;
- Facilitating women's access to productive resources and services and to social and economic benefits derived from Bank operations;
- Reducing social, legal, and economic constraints that depress women's ability to effectively participate in and benefit from productive and other development-oriented programs; and
- Improving the effectiveness of institutions responsible for fostering the social and economic participation of women in the development process.

This policy has not been updated since its original approval, but several other specific strategies reinforce and expand the Bank's commitments. These include the Eighth Replenishment Mandates of 1994 and the Institutional Strategy of 1999. The IDB's new support for the United Nations Millennium Development Goals (MDGs) also commit the Bank to gender priorities.

In 2001, the Women in Development Unit of the Sustainable Development Department (SDS/WID) commissioned an assessment of the IDB's support for women and development and gender issues, and the overall progress in gender mainstreaming.<sup>3</sup> As a result of this assessment, the IDB's External Advisory Council on WID specifically called on the Bank to prepare a WID/Gender Action Plan, with specific targets to monitor advances in gender-mainstreaming Bank-wide. A consultative preparatory process began in June 2002, with consultation meetings at all levels of the Bank, both at headquarters and in the field. This new Gender Mainstreaming Action Plan 2003–2005 aims to facilitate greater attention to gender as a crosscutting issue in all areas of Bank activity. It prioritizes the following action areas:

- **"Incorporating gender analysis and actions throughout the IDB project cycle,** from the initial consultation through the project preparation, to project execution and monitoring, to

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<sup>3</sup> Lycette, Margaret, "Impact of the Norwegian Fund for Women in Development and Gender Mainstreaming at the IDB," October 2001.



evaluation. Each operational division is to identify a minimum of one or two priority projects to be addressed each year where specific attention will be dedicated to more fully mainstream gender into the operation. They will include gender-sensitive performance and results indicators, and SDS/WID will document and disseminate good examples of incorporating gender into at least two of the priority operations per region.

- **“Improving the availability and quality of technical support and analysis for gender mainstreaming,** including the development of technical notes for incorporating gender into the project cycle, creation of several different databases: international and national gender consultants, project database of good gender project designs, new GENDERLAC database of data sheets and issue briefs for use by Bank staff and others; and new research on education, economic opportunities, [and] labor force participation that will directly support priority areas within the MDGs, the Social Development and the Competitiveness Strategies.
- **“Mainstreaming WID/gender flagship themes and integrating gender into new areas of Bank innovation,** including an increase of mainstreaming domestic violence issues into sector loans, with emphasis on citizen security, education and urban development; women’s leadership; increased attention to reproductive health care issues; new initiatives to combat HIV/AIDS; women in the labor market; gender in information and communication technologies; priority needs of indigenous and afro-latin women [sic].
- **“Strengthening the institutional mechanisms for creating accountability, achieving and monitoring results,** including [the] internal review process; positive recognition of staff including highlighting best gender project designs, best project award in 2004; facilitating the coordination of the Gender Network which was formalized during the Action Plan preparation process; capacity-building and gender learning both internally through ‘brown bag’ events, workshops, and information to gender focal points, and externally through dissemination of SDS/WID gender training manual for use within the region, a new English version of the training and manual, and seeking opportunities to increase awareness for policy makers and executing agencies. Additionally, the Human Resources Department is conducting an internal census so that gender relevant findings can be incorporated into HR initiatives.”

Several of the recommendations and commitments can be incorporated readily into current business plans, but it is recommended that all departments integrate specific actions associated with the implementation of the Action Plan into their 2004 and 2005 business plans. There may be areas that require additional funds, such as those associated with technical support and training, and the Bank will explore other funding sources to implement these recommendations.

The Action Plan depends on a highly collaborative process, with efforts and coordination among management and staff of all departments and country offices. It recognizes the importance of increasing awareness and support for gender mainstreaming from its governmental and nongovernmental counterparts in member countries. It also aims to prioritize action areas in the series of new institutional strategies and action plans.

The implementation of the Action Plan is to be monitored by SDS/WID in collaboration with the interdepartmental gender network. A specific midterm review is required to be submitted to the Executive Vice President’s office, and a final review is to be submitted to the Board of Directors in 2005. The Plan includes very specific tables of actions, targets, areas of responsibilities, and timelines, which could be models for others.

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## **8. INTERNATIONAL LABOUR ORGANIZATION (ILO)**

The International Labour Organization is the UN specialized agency which seeks the promotion of social justice and internationally recognized human and labor rights. The ILO formulates international labor standards in the form of conventions and recommendations and sets minimum standards of basic labor rights and other standards regulating conditions across the entire spectrum of work-related issues. It identifies gender as an issue cutting across all of its programs and activities.

As the title indicates, the ILO's Action Plan on Gender Equality and Gender Mainstreaming takes the dual approach of many development agencies. The ILO's gender strategy provides a blueprint for a participatory approach to mainstreaming for gender equality in the world of work. The Plan's highlights are: A new methodology for analysis to ensure gender concerns are incorporated in planning, programming, implementing, monitoring and evaluating; use of gender-sensitive data and gender-specific development tools and indicators; and implementation of gender balance in its personnel policy and practices.

The Action Plan institutionalizes gender mainstreaming: It incorporates fundamental transversal and longitudinal changes in the approaches and practices of ILO, with a systematic focus on both women and men. The following are the points of emphasis: Gender analysis of social and labor issues by (a) looking at the complexity of gender differentials in labor market participation; (b) understanding women's and men's constraints and opportunities in relation to knowledge and skills, conditions of work, social protection, family responsibilities, and economic and political decision-making; (c) reviewing the different implications for women and men of the proposed solutions; (d) and developing mechanisms to ensure gender concerns are incorporated into planning, programming, implementing, monitoring, and evaluating ILO's programs and activities.

The ILO advocates adopting a generational approach to gender equality. It focuses on the different sociocultural perceptions concerning the value of daughters and sons and human capital investments in children; the linked nature of economic and social reproduction and the particular problems faced by women attempting to combine career, marriage, family, and civic responsibilities—hence, the importance of family-friendly policies; the growing likelihood in the 21<sup>st</sup> century that men and, especially, women, will have flexible working lives, moving in and out of the labor force and changing their work status several times over the course of their lives and the need for lifelong learning and continuous training for such workers; and the aging of the population, with women accounting for the bulk of the older population but facing serious discrimination in the form of sexist and ageist stereotypes both within and outside the labor market. The ILO also focuses on eliminating discrimination against older women workers and protecting migrant women workers from entering exploitative work situations.

## **9. ORGANISATION FOR ECONOMIC CO-OPERATION AND DEVELOPMENT/ DEVELOPMENT ASSISTANCE COMMITTEE (OECD/DAC)**

The members of the OECD Development Assistance Committee (DAC) recognize that sustainable development must fully reflect the needs of both women and men. Building on DAC guidelines first adopted in 1983 and revised in 1989, and policy statements in 1995 and 1996, which reflect commitments to the Beijing Platform for Action, and other United Nations Conferences on the Environment (1992),

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Human Rights (1993), Population and Development (1994), and Social Development (1995), DAC developed new Guiding Principles in 1998. Major new emphases include:

- A shift in emphasis from women as a target group to gender equality as a development objective;
- An emphasis on mainstreaming gender equality issues into policy formulation, planning and evaluation, and decision-making procedures;
- An establishment of effective partnerships with local authorities, civil societies, and external partners to secure locally owned strategies in this field; and
- An emphasis on the support role of DAC members in advocating the implementation of international agreements.

DAC's work in the area of gender equality is carried out primarily through the Network Party on Gender Equality. The Network Party provides strategic support to DAC members when taking gender equality into account in development policies and practices across all thematic areas. The DAC gender strategy is based on a set of gender guidelines and partnership approaches. The partnership approaches emphasize two complementary responsibilities for DAC members: ensuring the mainstreaming of equality considerations in their own processes and products (such as analyses, policies, and position papers), and supporting the efforts of partner governments and local actors to promote equality (including support to partner capacity to mainstream equality considerations into policies, strategies, and programs).

The guidelines cite four major areas for internal attention:

- Leadership and accountability—because strong, consistent leadership is critical to effective policy implementation;
- Staff competence and specialist support—in recognition of the varied skills required to work with a mainstreaming strategy, including generalist skills and specialist units;
- Institutionalizing procedures and methodologies—because gender analysis is most effective when it is an integrated aspect of policy, planning, monitoring, and evaluation processes, rather than a separate activity; and
- Monitoring goals, indicators, and impacts—at both the overall institutional level and within all specific projects and programs through such mechanisms as annual country memoranda, peer review process, country-based aid reviews, statistical reporting, and working groups.

The Guidelines encourage members to be innovative in developing changes in institutional cultures, processes, structures, and new instruments and methodologies.

## **10. ORGANIZATION FOR SECURITY AND COOPERATION IN EUROPE (OSCE)**

Peace, prosperity, and democracy in member states are the OSCE's priorities. Central to those goals is ensuring institutional democracy and human rights, which is the main purview of the Office for Democratic Institutions and Human Rights (ODIHR). The ODIHR runs programs of assistance to develop democratic structures and to promote rule of law, civil society, democratic election processes, and equality between women and men. Equality between women and men is of the highest priority for the ODIHR and is a crosscutting theme in all OSCE programs; promotion of gender equality, through ensuring equal rights and equal opportunities of women and men to participate in and contribute to the democratic processes of the OSCE participating states is emphasized. Safeguarding the physical integrity

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of women and eliminating the threat of violence and abduction are important conditions for reaching that goal.

In line with the ODIHR's "Gender Action Plan," and in light of the decline in women's representation in the economic and political arenas in many OSCE states in transition (especially in the Caucasus and Central Asia), the ODIHR follows a long-term strategic approach. This approach aims at increasing civil society involvement in gender advocacy, boosting the number of women at decision-making levels, and developing comprehensive national policies on gender issues. In all its work, ODIHR's gender strategic priorities are:

- Increasing the role of women in decision-making;
- Developing mechanisms for government bodies and civil society to effectively address gender equality and women's rights;
- Creating expertise and training capacity in civil society organizations, with a focus on young women and women in rural areas; and
- Enabling law enforcement bodies to prevent and combat violence against women.

Since the adoption of the Gender Action Plan, the ODIHR has expanded its previous efforts to mainstream a gender perspective into all of its substantive work. It has integrated gender into its various programs, while continuing to develop a portfolio of gender-specific projects as well. The Gender Action Plan June 2000–June 2001 reports on the programs and activities throughout the OSCE/ODIHR countries. Additionally, the ODIHR recognizes the importance of staff commitment and the need for systematic gender mainstreaming, gender training, gender planning, and systems development to achieve the goal of integrating a gender perspective into all of the ODIHR's work.

## **11. UNITED NATIONS DEVELOPMENT PROGRAMME (UNDP)**

The United Nations Development Programme is the United Nations' global development network. The UNDP advocates for change and enhances knowledge, experience, and resources to help people build a better life in 166 countries. UNDP is at the frontlines in the advancement of women. For some years, UNDP's strategic goals have included advancement in the status of women and gender equality. UNDP promotes the advancement of women through the implementation of global commitments: developing and implementing national action plans for the advancement of women (through comprehensive implementation of the Beijing commitments, that is, those made at the UN Fourth World Conference on Women); ratifying, implementing, and monitoring of the UN Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), including its Optional Protocol; and reducing violence against women. The UNDP also has promoted gender equality in the decision-making process at all levels: It recommends policy dialogues to improve the condition of women, and removing barriers to their advancement, networking and partnerships for gender equality, and institutionalizing tools and methods to measure changes in the condition of women.

In its new report dated November 2002, UNDP strongly states that "gender equality is not merely a desirable by-product of human development; it is a core goal in its own right....When development is not 'en-gendered', it is 'en-dangered'." The UNDP's agenda for gender equality follows a three-pronged approach:

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- Develop capacity—both in-country and in-house—to integrate gender concerns into six practice areas: (1) democratic governance, (2) poverty reduction, (3) crisis prevention and recovery, (4) energy and environment, (5) information and communication technologies (ICTs), and (6) HIV/AIDS;
- Provide policy advice that is both pro-poor and pro-women; and
- Support stand-alone operational interventions for gender equality in collaboration with UNIFEM.

UNDP states that there are two complementary approaches to achieving gender equality: mainstreaming gender and promoting women's empowerment. To the UNDP, gender mainstreaming means being deliberate in giving visibility and support to women's contributions and addressing the differential impact of strategies, policies, programs, and projects on women compared with men. Monitoring national financial commitments and analyzing disaggregated data are strong indicators of a country's commitment to gender equality, and these are taken into account in setting UNDP's agenda. The report states firmly: "No commitment speaks louder than financial commitments. UNDP is collaborating closely with UNIFEM and its partners in support of gender-sensitive budgeting."

UNDP identifies four ways it can make an impact on gender equality:

- Through gender integration into the six practice areas mentioned above;
- Through its work as scorekeeper and champion for the Millennium Development Goals (MDGs);
- Through its stewardship of the resident co-coordinator system, which allows responsibility for gender mainstreaming throughout the UNDP system; and
- Through the Human Development Report and the National Human Development Reports, effective UNDP tools for analysis and advocacy.

At home, the UNDP has its own institutional guidelines to promote gender equality in management, including the objectives to address issues of gender gaps at all levels of decisions, and qualitative problems encountered by staff through non-numerical targets. UNDP recognizes that key active and committed leadership internally is critical. Managers must use every opportunity—speeches, memos, interviews, meetings—to highlight gender equality; personal actions and attitudes provide examples for others. A gender budget analysis of selected UNDP programs is a place to start.

UNDP recognizes the need for commitment for gender mainstreaming to achieve gender equality throughout the organization, and ends the report with the key statement: "Gender mainstreaming does not have to be complicated nor is it the task of specialists. Lack of resources is seldom a valid excuse for paying inadequate attention to the gender dimension of every development intervention. Gender mainstreaming is everybody's responsibility, everyone's job."

## **12. UNITED NATIONS DEVELOPMENT FUND FOR WOMEN (UNIFEM)**

The United Nations Development Fund for Women (UNIFEM) was created by a UN General Assembly resolution in 1976. It provides financial and technical assistance to innovative programs and strategies that promote women's human rights, political participation, and economic security. Within the UN system, UNIFEM promotes gender equality and links women's issues and concerns to national, regional, and global agendas by fostering interagency collaboration and providing technical expertise on gender mainstreaming and women's empowerment strategies. Its work is grounded in the commitments made

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during the four world conferences on women and most recently, the Beijing Platform for Action, CEDAW, and the Millennium Development Goals (MDGs).

UNIFEM's statute mandates its support to innovative activities benefiting women in line with national and regional priorities. Accordingly, UNIFEM catalyzes the goal of ensuring the appropriate involvement of women in mainstream development activities and plays a leading role with respect to gender equality in the United Nations overall system of development cooperation. UNIFEM's thematic priorities are ensuring economic security and rights; women's human rights; and women's leadership in governance, addressed in relation to regional realities.

UNIFEM applies five core strategies worldwide:

- Strengthening the capacity and leadership of women's organizations and networks;
- Leveraging political and financial support for women from a wide range of stakeholders;
- Forging new partnerships among women's organizations, governments, the UN system, and the private sector;
- Undertaking pilot projects to test innovative approaches to women's empowerment and gender mainstreaming; and
- Building a knowledge base of effective strategies for engendering mainstream development.

UNIFEM is expected to play a key leadership role helping to achieve the UN MDGs since the promotion of gender equality and empowerment of women is the third goal, but it also cuts across all the others as well. During 2003, it went through a strategic planning process to lay out its priorities and approach for the next five years. In January 2004, UNIFEM introduced its Multi-Year Funding Framework for 2004–2007.

### **13. WORLD BANK**

The World Bank's primary focus is on helping the poorest people and the poorest countries onto paths of stable, sustainable, and equitable growth. The World Bank's strategy was approved by Bank senior management in April 2001, was discussed by the Bank's Board of Executive Directors Committee on Development Effectiveness in May 2001, and was endorsed by the full Board of Executive Directors on September 18, 2001. The World Bank's strategy for mainstreaming gender-responsive actions into its development assistance work is spearheaded by the Gender and Development Board. The strategy recognizes commitments made by the World Bank's member countries at the United Nations Millennium Summit and at the Fourth World Conference on Women in Beijing in 1995.

The World Bank makes the business case for mainstreaming gender. It states that the primary pathways through which gender systems affect growth are the productivity of labor and the allocative efficiency of the economy, through investments in human capital (especially girls' and women's education and health), investments in physical capital (especially women's access to capital or to the formal sector employment it creates), and the functioning of markets and institutions (good governance is critical). In the Strategy presented, "the World Bank will work with governments and civil society in client countries, and with other donors, to diagnose the gender-related barriers to and opportunities for poverty reduction and sustainable development and will then identify and support appropriate actions to reduce these barriers and capitalize on the opportunities."

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The Strategy is intended to establish an enabling environment that will foster country-led, country-specific strategies. The process includes:

- Working with countries to prepare periodic, multisectoral Country Gender Assessments (CGAs) at least every five years;
- Developing and implementing, as part of the Bank's country assistance program, gender priority policy and operational interventions that respond to the CGAs; and
- Monitoring the implementation and results of these policy and operational interventions.

There are four actions designed to enable the process of diagnosis, strategy formation, and integration into the following specific operational steps:

- **Integrating a gender dimension** into sectoral analytical work in high-priority sectors (as identified in the CGA) and into the social impact analysis associated with adjustment lending;
- **Supporting the strategic integration of gender issues into operations** through training at all levels to assist Bank staff and counterparts to design and disseminate operational tools and good practice examples, with emphasis on macroeconomic policy advice; and building capacity by offering technical advice to implementing agencies;
- **Aligning resources with the elements of the strategy** by redeploying budgets to support gender analysis and mainstreaming, clarifying accountabilities and responsibilities of Bank staff for gender mainstreaming, providing in-house technical expertise in gender and development, and encouraging the formation of country-level partnerships with governments, civil society, and other donors, especially in the context of particular projects or programs; and
- **Monitoring and evaluation** through assessing on-the-ground results and annually reporting the progress in implementing the strategy.

The Bank acknowledges that the mainstreaming strategy will require a clear understanding of the individual responsibilities of staff and key personnel to integrate gender-responsive actions into their work. Since gender mainstreaming is a Corporate Advocacy Priority for the World Bank, Regional Vice Presidents are responsible for its actual implementation. The Bank's Management Board provides overall leadership on integrating gender issues into the Bank's work and is to hold the Operational Vice Presidents accountable for their gender mainstreaming responsibilities.

The Strategy outlines the basic features of a gender analysis framework and provides examples of the kinds of questions that need to be answered when doing a gender assessment. It traces the evolution of the Banks' attention to Gender and Development issues from 1977, when its first Women in Development Advisor was appointed, through the 1980s when a full unit was created, to the 1990s when the operational directive and policy were issued and an External Gender Consultative Group and a Gender and Development Board were established, whose head was later raised from a chief/manager to a director level.

Among the comparative advantages the Bank sees in its gender work are its sectoral strengths, its economic policy expertise, its analytical work, and dialogue with client countries about economic and sectoral policies, based on its global expertise, and its capacity building through formal training provided by the World Bank Institute.

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## The Millennium Development Goals

Signed in September 2002, the Millennium Declaration commits member countries “to promote gender equality and the empowerment of women, as effective ways to combat poverty, hunger and disease and to stimulate development that is truly sustainable.” A year later, UN Secretary General Kofi Annan proposed a “road map” for implementing the MDGs, including a set of 18 time-bound targets and 48 indicators. These goals are not new; they are to advance the 12 critical areas of the Beijing Platform for Action and the goals of CEDAW and other international conventions and treaties that guarantee the rights of women and girls. What is new is that they involve concrete, time-bound, quantitative targets for action. The eight MDGs are:

1. Eradicate extreme poverty and hunger;
2. Achieve universal primary education;
3. Promote gender equality and empower women;
4. Reduce child mortality;
5. Improve maternal health;
6. Combat HIV/AIDS, malaria, and other diseases;
7. Ensure environmental sustainability; and
8. Develop a global partnership for development.

Although Goal 3 is the one that promotes equality and empowers women, gender is linked to all eight goals. The World Bank has published an excellent summary report reviewing the crosscutting link of gender equality to the UN MDGs entitled *Gender Equality and the Millennium Development Goals*. This World Bank report is short, succinct, and helpful because it demonstrates those links through narrative, charts, graphs, and quantitative indicators. Since many of the strategies written since 2001 include the MDGs as part of their own goals, this summary report is useful as a guide for others.

## III. BILATERAL AGENCIES of OECD MEMBERS

### 1. AUSTRALIA

#### THE AUSTRALIAN AGENCY FOR INTERNATIONAL DEVELOPMENT (AUSAID)

The Australian Agency for International Development (AusAID) manages the Australian Government’s official overseas aid program by helping developing countries reduce poverty and achieve sustainable development, thereby also advancing Australia’s national interest. Consistent with the growing consensus that sustainable development requires an understanding of both women’s and men’s roles and responsibilities within the community and their relations to each other, AusAID adopted a Gender and Development (GAD) approach in March 1997 that emphasized gender analysis and mainstreaming women’s needs and perspectives into all its activities. Gender and Development moved away from the practice of adding “women only” components to projects and programs, which characterized the women-in-development approach, and elevated the policy priority of women’s interests as being essential for advancing their status and promoting their human rights.

Australia’s aid program promotes equal opportunities for women and men as participants and beneficiaries of development. AusAID’s strategic objectives recognize that practical needs and strategic interests are

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complementary. These objectives focus on ensuring legal rights, protecting against domestic violence, and increasing decision-making and women's control over their bodies. Specific operational emphases include:

- Improving women's access to education, health care, and economic resources;
- Promoting women's participation and leadership in decision-making at all levels;
- Promoting human rights of women and assisting efforts to eliminate discrimination against women; and
- Incorporating a gender perspective in Australia's aid activities.

To assess its progress in implementing the GAD policy and to identify lessons, AusAID commissioned a review in 2001, which involved an assessment of GAD guidelines, procedures, and tools; a review sample of country program strategies; and interviews, consultations, and discussions with AusAid staff and contractors. Together these direct the current strategic activities of AusAID. Although the review indicated that AusAID has made progress in mainstreaming gender, it recognizes that more needs to be done to sensitize staff and contractors to the fact that all activities have a gender dimension and that all stages of programming—design, capacity building, implementation, and monitoring and reporting—must include gender. Providing assistance to strengthen partner capacity to undertake gender analysis, planning, and implementation was an important factor contributing to a satisfactory rating for an activity.

AusAid's *Guide to Gender and Development* is a practical guide to assist AusAid Activity Managers and contractors in mainstreaming gender into development activities and the GAD policy requirements. It contains a series of questions in every area of development work, including a set of general questions applicable to every project, and sectoral questions, with more detailed questions for particular sectors. The *Guide* cautions, however, that though extensive, it cannot include every question applicable for each project. However, project success and the effective use of development resources are major incentives for using the *Guide*. The *Guide* raises questions of how women *and men* are affected by each program. It is a model that would be useful in implementing gender mainstreaming by all development agencies.

## 2. AUSTRIA

### AUSTRIAN DEVELOPMENT COOPERATION (ADC)

The Austrian Development Cooperation (ADC) recognizes that equity between men and women is an important condition for the economic and social development of a country and is convinced that sustainable development is possible only if women and men have the opportunity to participate in the development process as equal partners and play an active role in shaping it. ADC also has concluded that incorporating the gender perspective into projects “contributes in the long run to surmounting structural gender inequalities and supports better status for women, fostering their empowerment” (Austrian Development Cooperation 1998).

For program and projects of development cooperation to be effective and efficient, ADC considers analyses of gender-related roles and responsibilities in specific contexts to be an essential prerequisite, as are measures to remove existing inequalities and inequities. Therefore, gender mainstreaming has evolved as the selected approach to achieving gender equality.

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In the context of projects, a large number of concrete measures and activities contributing to gender equality have been adopted. Gender training and enhanced integration of gender expertise in project planning and implementation contributes further to raising the awareness of actors in the field on equality issues. These actions are in line with Austria's official positions in which the need to empower women and overcome the structural inequalities between genders is recognized.

The overall objective of Austrian Development Cooperation is to contribute to men and women having equal opportunities, sharing responsibilities, and participating equitably in decision-making and access to and control of the resources and benefits of human and integral development.

Guidelines for mainstreaming the gender approach, and the orientation and operational criteria for incorporating that approach into each stage of the project cycle—assessment, design, monitoring, and evaluation—are illustrated in ADC's "Mainstreaming the Gender Approach in the Programme of Austrian Development Cooperation in Central America." Because the concept of gender is a social category of relatively recent usage, it is being modified based on practice and experience. Therefore, the instruments proposed in the Central America document will be assessed for crosscutting utility throughout the ADC program. Together, the Mainstreaming Guidelines and the Orientation and Operational Criteria provide a response to one of the objectives proposed in Austria's 1998 Three-Year-Program, which states that projects and programs must be conceived in a way that they respond to demands for greater gender equity.

Within the United Nations, the European Union, and under the ADC program, Austria has placed special emphasis on supporting projects aimed at promoting women's rights. In its capacity as Chair of the Human Security Network, Austria attached particular importance to the situation of girls in armed conflicts and advocated the implementation of the UN Secretary General's Recommendations on Women, Peace and Security.

### **3. BELGIUM**

#### **DIRECTORATE-GENERAL FOR DEVELOPMENT COOPERATION (DGDC) Foreign Trade and Development Cooperation, Belgium**

The Directorate-General for Development Cooperation (DGDC) is entrusted with executing the Belgian Government's overseas development assistance and cooperation program. The DGDC founded the Commission on Women and Development as an advisory body in 1994, and the Commission continues to monitor the incorporation of gender into Belgian development programs. A law passed on May 25, 1999, gives legal force to the principle of equality of rights and opportunities between men and women in Belgian international cooperation and development. It places "the re-equilibrium of rights and opportunities for men and women amongst the transsectoral topics that Belgian cooperation must continually take into consideration."

The DGDC refers to the Millennium Declaration as it updated its policy and focus on gender mainstreaming. Belgian policy has evolved from micro-level project support to a "gender" approach at the macroeconomic level itself. In a number of efforts it has worked closely with UNIFEM to promote gender budgeting and international conferences that have focused on gender.

The DGDC, in its projects, training programs, technical assistance, financial cooperation, and debt-reduction activities, prescribes gender integration strategies that include a tripartite approach:

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- “Ensuring affirmative or positive actions that aim to establish a more positive position for a part of the disadvantaged or under-represented population;
- “Implementing procedures and activities that aim to mainstream gender, through transversal (regardless of the sector in question) and longitudinal (from the beginning of the program planning and at each step of the project’s cycle) integration; and
- “Combining the above two approaches, so that one might compensate for the other’s weaknesses—should the first receive a minimal budget and become marginalized or the second obtain the risk of increasing the invisibility of gender inequalities by diluting them—this third strategy is therefore recommended due to its efficacy.”

The broad thrust of the gender implementation strategy is on using the appropriate terminology, carrying out gender analysis, supporting a participatory approach and the capacity for self-affirmation (empowerment), and relying on the time dynamic (longitudinal approach). It emphasizes that gender mainstreaming must be present during each phase of a development program’s management, and recognizes that gender mainstreaming requires the use of human resources, follow-up procedures, adapted indicators, and the allocation of substantial financial means to assure implementation.

#### 4. CANADA

##### CANADIAN INTERNATIONAL DEVELOPMENT AGENCY (CIDA)

As the government agency directing Canada’s official overseas development assistance programs, CIDA supports sustainable development in developing countries to reduce poverty and contribute to a more secure, equitable, and prosperous world. Having evolved over more than two decades and having inculcated the lessons learned from its work with different development partners, CIDA has been committed to promoting the empowerment of women and equality between women and men.

CIDA’s approach to gender comprises eight guiding principles:

- Gender equality must be considered an integral part of all CIDA policies, programs, and projects;
- Achieving gender equality requires the recognition that every policy, program, and project affects women and men differently;
- Achieving gender equality does not mean that women become the same as men;
- Women’s empowerment is central to achieving gender equality;
- Promoting the equal participation of women as agents of change in economic, social, and political processes is essential to achieving gender equality;
- Gender equality can be achieved only through partnership between women and men;
- Achieving gender equality will require specific measures designed to eliminate gender inequalities; and
- CIDA policies, programs, and projects should contribute to gender equality.

Since producing its first guidelines in 1976 and releasing more innovative policy on women in development (WID) in 1984, CIDA revised its policy again in 1995 in Canada’s *Federal Plan for Gender Equality* to emphasize the importance of gender equity and women’s empowerment. Approved by the Cabinet, this Plan committed all federal departments to the promotion of gender equality in all areas,

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including international cooperation. Under this plan, federal departments also were required to implement gender analysis.

However, CIDA saw the use of gender equity strategies as a means to eventually attain gender equality. By 1999, as it looked toward the 21<sup>st</sup> century, CIDA revised its policy once again to forcefully state that the achievement of gender equality between women and men is now the goal of CIDA's gender policy. This new articulation puts a greater focus on the realization of the human rights of women and girls and on the eradication of discrimination as part of CIDA's concern for social justice and development effectiveness. Canada has ratified all the major international human rights treaties and links its policy to these treaties and agreements.

Canada recognizes that gender equality will require specific measures designed to eliminate gender inequalities. Thus, specific measures must be developed to address the policies, laws, procedures, norms, beliefs, practices, and attitudes that maintain gender inequality. Progress can be made by identifying results that advance women's equality, and the Plan states that gender equality results should be clearly articulated in the design of all of CIDA's international cooperation initiatives. Clear tracking of these indicators is required on changes that contribute to the achievement of gender equality.<sup>4</sup>

CIDA further explains that gender analysis is an indispensable tool for both understanding the local context of development assistance and promoting gender equality. CIDA supports the idea that gender analysis has increasingly revealed how women's subordination is socially constructed and, therefore, able to change, as opposed to being biologically predetermined and, therefore, static. In project design and throughout the project cycle, gender analysis may be used to inform different perspectives between women and men; different access to and control over resources, benefits and decision-making processes; differential impact, social and cultural constraints, and opportunities; and institutional capacity to program for gender equality. It also highlights that both practical needs (water, shelter, food, income, health care) and strategic interests (gaining legal rights, closing wage gaps, protection from domestic violence, increased decision-making, and women's control over their bodies) must be taken into account through the process of gender analysis. In CIDA's *WID&GE Performance Review: Best Practices Study* of 1996, they indicate that good gender analysis:

- Places people front and center;
- Requires skilled professionals;
- Involves local expertise with a solid background in gender equity issues; and
- Involves significant numbers of women and/or key women members of partner organizations.

CIDA supports people in partner countries through a variety of international cooperation initiatives. The strategies and activities that support the achievement of gender equality in these initiatives include:

- **Policy dialogue** to exchange information, best practices, lessons learned, and to raise issues;
- **Programming frameworks** that ensure that programming with a country, region, or institution will support gender equality;
- **Program assistance** to assure gender equality and analysis;
- **Institutional strengthening and capacity development;**
- **Bilateral projects and programs;**

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<sup>4</sup> For more details, see CIDA's *Guide to Gender-Sensitive Indicators and the Why and How of Gender-Sensitive Indicators – Project Level Handbook*, 1997.

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- **Multilateral programs;**
- **Projects and programs of Canadian civil society partners; and**
- **Humanitarian and emergency assistance and peace-building activities.**

The strategy goes on to include the need for performance assessment in CIDA itself. The gender equality policy of CIDA was developed by the Gender Equality Division, Policy Branch in collaboration with the Performance Review Branch and other branches. To accomplish this assessment, there must be sex-disaggregated data; analysis of constraints, quantitative and qualitative information and analysis; analysis of non-project activities such as policy dialogue on gender equality; CIDA's institutional capacity for delivering gender equality results; and availability and use of resources, both financial and human, in support of gender equality. Accountability for the implementation of this policy rests within each of CIDA's corporate and program branches, partners, and executing agencies. Performance review is the responsibility of the Performance Review Branch and is to be carried out as part of the normal performance review cycle.

Building on its two decades of experience, CIDA recognizes certain conditions that should exist for implementing this strategy and achieving gender equality:

- **At the Corporate Level:** Committed senior management; sufficient resources and knowledgeable personnel, accountability frameworks, qualified gender equality specialists (especially locally based ones), and gender equality as an objective in and of itself.
- **In the Planning Process:** Gender equality recognized as relevant to every aspect of international cooperation from macroeconomic reform to infrastructure projects; gender analysis integrated from the very earliest stages; strategies developed to respond to institutional weakness or cultural biases; assurance of broad participation of women and men as decision-makers in the planning process; clear, measurable, and achievable gender equality results; gender-sensitive indicators; specific strategy and budget; careful selection of partners committed to gender equality; and gender equality specialists involved from the start of the planning process.
- **During Implementation:** Gender specialists part of project teams; external support from women's organizations and appropriate others; objective of gender equality not lost in rhetoric or agency processes; flexibility and openness to new methods; broad participation of women throughout implementation.
- **Performance Measurement:** Use of qualitative and quantitative indicators; data disaggregated by sex; qualified gender equality specialists involved in performance measurement; long-term perspective recognizing that social change takes time; and use of participatory approaches.

CIDA's *Policy on Gender Equality* is extremely comprehensive yet relatively short, easy to read, and effective. It is presented in a format that allows immediate comprehension.

## 5. DENMARK

### DANISH DEVELOPMENT COOPERATION AGENCY (DANIDA)

Since 1987, the status of women has been a crosscutting theme in Danish development cooperation, in line with the environment and consideration for democracy and human rights. Accordingly, DANIDA's strategy, entitled "Women in Development," was twofold: mainstreaming—to ensure that women get the

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opportunity to participate in and benefit from development on an equal footing with men in the society in question; and empowerment—to provide women with the necessary structural and material opportunities to influence the political development agenda on an equal footing with men. Further review of the WID policy was conducted in 1993, and leading up to 1995, DANIDA then built on the Beijing Platform for Action and the 12 critical areas of concern. The Ministry of Foreign Affairs has been active in assessing its gender policies through issuing guidelines for specific sector program support and establishing various task forces and working groups. DANIDA also has been active in promoting gender in various multilateral organizations.

DANIDA's current operational gender policy, commonly known as "Strategy 2000," defines poverty reduction of women as an overall objective of Danish development assistance and recognizes the importance of prioritizing women in social development and environmentally sustainable economic growth programs. In addition, "Partnership 2000," another component of DANIDA's policy, clearly defines the achievement of rights, conditions, and opportunities for women and men as the target of its mainstreaming strategy, which is done without changing the status of the gender aspect as a crosscutting theme. Increased focus on gender relations has been accompanied by increased focus on the human rights of women, and a rights-based approach now supplements the socioeconomic approach to working with gender issues. DANIDA recognizes that the trend in international development toward globalization provides increasing opportunities for women but also new risks.

Mainstreaming and empowerment are maintained as a double strategy that ensures both gender mainstreaming in all types of development activities and, simultaneously, better possibilities for women to influence the development agenda. Support for special activities in the area of women and gender is encouraged. In both bilateral and multilateral development assistance, DANIDA recommends that the formal requirements for the incorporation of gender aspects should be maintained and enhanced. DANIDA develops methods and tools for mainstreaming gender and documents implementation by relevant training and seminars in gender aspects. It also ascribes particular importance to increasing awareness of institutional barriers and mechanisms to support the development of greater gender equality that exists at the various levels (macro, meso, and micro).

Since the overriding objective of Denmark's development policy is the reduction of poverty, DANIDA sees as crucial the incorporation of the crosscutting themes of equal participation by men and women in the development process, regard for the environment, and popular participation, respect for human rights, and democratization. All this must also be done in partnership with developing countries and other international development organizations. It acknowledges the Millennium Development Goals and supports the 2015 targets included. Particularly to promote gender equality and the equal and active involvement of men and women in the development process, Denmark's development policy will:

- Integrate the gender aspect in all elements of development cooperation;
  - Promote opportunities for women to influence the development policy agenda;
  - Prioritize special initiatives to promote the gender aspect as one means of generating greater awareness concerning the essential need for equality and developing methods and instruments that ultimately may be deployed more broadly in development cooperation;
  - Advance the gender aspect in the political dialogue with the program countries and in negotiations within the multilateral system;
  - Promote the gender aspect in the day-to-day implementation of development activities by adopting a flexible approach that takes practical circumstances into account; and
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- Give priority to the education of women as the best means of promoting political, social, and economic opportunities for women and the welfare of the family.

In its broad approach to *Partnership 2000*, DANIDA also focuses on globalization; the prevention, settling, and reduction of the consequences of armed conflicts; children and young people as resources in the development process; and the prevention and relief of HIV/AIDS. Gender is to be incorporated throughout all these areas of concern.

## 6. EUROPEAN UNION (EU)

### EUROPEAN COMMISSION (Directorate General for Development Cooperation)

The European Union (EU) is a family of 25 democratic European countries committed to working together for peace and prosperity through common institutions that operate on the basis of the rule of law and international consensus. The European Commission, the executive branch of the EU, manages development cooperation through its Directorate General for Development Cooperation.

Gender equality is closely linked to the EC development cooperation's overarching goal of poverty reduction through its contribution to effective and sustainable development. The EC approach to gender equality is twofold: through the strategy of mainstreaming and through specific measures for women. Gender mainstreaming is the process that integrates priorities and needs of women and men of all ages in key EC development and cooperation policies and programs. This process is reinforced by specific measures to support the empowerment of women through their economic, social, political, and environmental roles.

The legal base for this approach is the 1998 Regulation on the integration of gender issues in development cooperation. The 2001 Programme of Action for the mainstreaming of gender equality in EC development cooperation is the policy framework within which gender mainstreaming is operationalized. In July 2003, the Commission adopted a proposal for a new Regulation [COM (2003)465] on the promotion of gender equality in development cooperation that would strengthen the EC approach by implementing specific measures in favor of women in developing countries.

The purpose of the regulation is to strengthen the implementation of measures that promote gender equality in EU development policies, strategies, and actions. Specific monies (€9 million, about US\$10,270,000) are available for this purpose during 2004–2006. This new regulation is to provide a more proactive approach. In the past, “gender integration” and “gender mainstreaming” had been the approach; now the focus is to be on even more “active promotion of gender equality” with clearly defined goals linked to the UN Millennium Development Goals. Activities financed under this regulation are intended to act as a catalyst by complementing and reinforcing existing policies and programs in developing countries.

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## 7. FINLAND

### DEPARTMENT FOR INTERNATIONAL DEVELOPMENT COOPERATION (FINNIDA)

Finland made a commitment at the UN Fourth World Conference on Women in Beijing (1995) to adopt a dual strategy for working toward gender equality and women's empowerment. The Department for International Development Co-operation (FINNIDA), part of the Finnish Ministry for Foreign Affairs, executes this dual strategy in correspondence with the idea of simultaneously mainstreaming gender issues (gender is integrated into all activities and policies as a guiding concept) and working through specific initiatives with a particular focus on promoting gender equality in all of Finland's overseas development assistance.

FINNIDA's gender strategy incorporates:

- Gender training for Department, NGO, and consultant staff;
- Gender equality research in field projects, monitoring, and evaluation; and
- Departmental support to advisory services, funding multilateral and bilateral projects and NGO activities.

The Ministry of Foreign Affairs prepared a *Strategy and Action Plan for Gender Equality for 2003–2007*; however, it required more participation than expected and took longer to produce than originally planned. Available in October 2003, FINNIDA's new presentation contains "Part I. Strategy" and "Part II. Action Plan." It draws particularly on CEDAW and the Millennium Declaration, along with Finland's own Equality Act, as the basis for its legal and political commitments to gender equality. Although gender mainstreaming is promoted in all work, FINNIDA cautions that mainstreaming is "a means, not an end," and it indicates that "far from requiring less resources, gender mainstreaming requires more, both human and financial." It also cautions that international organizations must be careful about "policy evaporation"—that is, policy that somehow gets forgotten at some stage of the planning and implementation process. The Strategy recognizes that all donor countries have room for improvement, pointing to the OECD/DAC's 2000 evaluation of donor countries and their efforts to promote gender equality.

The specific objective of this Strategy and Action Plan is "to achieve a fundamental increase in the impact of Finland's developing country policy with regard to gender equality and women's rights by the year 2007." It identifies lines of action to achieve this objective:

- Mainstreaming gender equality in all the processes, procedures, and operations of Finland's policy regarding developing countries. This requires specific actions addressed in different chapters of "Part II. Action Plan," including developing instruments, processes, and procedures for developing country policy; specifying personnel responsibilities; and developing the skills of personnel to fulfill each of the specified responsibilities;
- Directing activities toward the promotion of gender equality and women's rights; and
- Supporting the implementation of the present gender equality objectives and strategies of partner countries and their citizen groups and those of multilateral cooperation organizations.

FINNIDA identifies the main goals of Finland's policy for developing countries and links them to gender equality. These goals include:

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- Alleviation of widespread poverty;
- Prevention of global environmental threats;
- Promotion of equality, democracy, and human rights;
- Increase of global security; and
- Increase of economic interaction.

“Part II. Action Plan” is perhaps the most comprehensive of all plans reviewed in this document. It includes excellent charts for specific “aims” on such topics as increasing political dialogue, operational and financial planning, and bilateral and multilateral planning and cooperation. It not only mentions accountability and responsibility, but identifies specific skills, tasks, measures, and timetables. As it addresses these, it also accounts for FINNIDA’s work with other international organizations, particularly the European Union, along with NGOs and civil servants. The Plan also includes a detailed bibliography of Finnish and other donor strategies for gender equality.

FINNIDA’s *Navigating Gender: A framework and a tool for participatory democracy* handbook is an excellent resource to help apply gender analysis to development work and theoretical understanding of gender issues in practical work. It includes concepts, definitions, case studies, exercises, a resource list, and various frameworks for use in gender analysis.

## 8. FRANCE

### AGENCE FRANÇAISE DE DÉVELOPPEMENT (AFD)

France has adopted all international commitments seeking to promote greater social justice and equal rights for men and women, both those developed within the United Nations system and the principles, practices, and policies that the donor community has designed to achieve greater equality. Since the 1970s, these approaches focused on a “women in development” strategy aimed exclusively at the immediate and direct interests of women. However, the French Development Agency (AFD) came to conclude, as have others in the donor community, that the exclusive nature of this approach ignored relations within the household and the community and led, paradoxically, to the marginalization of women. As a result, France joined other nations in replacing the “women in development” approach with one based instead on the concept of gender, which seeks to advance the position of men and women by analyzing their position in society and identifying the best entry points for achieving the greatest and best-suited means of progress for each.

The AFD’s present position regarding gender emphasizes project preparation based on economic and social data differentiated by sex and, in the absence of such data, attempting to fill the gap; differentiating the objectives and means of operations on the basis of the needs of different categories of beneficiaries; and acquiring the means to get the best information on the socioeconomic impact of AFD-financed operations.

An integral part of AFD’s mission--reducing inequalities between men and women--requires linking gender with the major concerns of sustainable development, including pursuing economic growth, fighting poverty, managing natural resources, and protecting the environment. Strategically, it means striving to promote nondiscrimination between men and women, particularly in access to and control over resources

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and income, and reinforcing the independence and general capacities of disadvantaged beneficiaries in all areas of operation, including education and health, infrastructure, labor productivity, and employment. Although unequal access to resources depends on cultural practices of formal arrangement that may be discriminatory, AFD explicitly states as policy that gender recognition in its projects in no way seeks to impose a Western model of relations between the sexes. Rather, it supports development based on an analysis of existing situations.

Operationally, AFD's guidelines on gender include promoting gender recognition in national policies and sectoral policies governing project implementation. Gender recognition should be ensured by:

- Strengthening socioeconomic knowledge of the environment in which operations are to be conducted, including the expected impact on the various categories of project participants and beneficiaries; and
- Participatory processes that can clarify the objectives and contents of projects for the various categories of beneficiaries with regard to costs involved, capacity to contribute, and benefits to be obtained.

Implementors must ensure that project/program managers have a gender representative from the appropriate ministry, or women's affairs or civil society group with whom the activity is associated. Women also must be included in operational teams and hold an operational and not merely administrative role, including field teams who are more likely to be able to ensure free expression and greater women's participation. Moreover, gender training for the project team should be undertaken if needed, and monitoring and evaluation should include a breakdown by sex, allowing analysis of inequality in project implementation, if any.

Other measures to ensure fair access to project/program resources include providing women with direct access to information about development opportunities, taking into account their specific constraints, and engaging the support and assistance of women with relevant skills in target communities. AFD also identifies ways to ensure that beneficiaries, particularly women, are involved in project/program management, and recommends providing transitional and adjustment measures to avoid the marginalization of women in a project that involves modernizing a sector.

In all cases, projects/programs must take into account the workload of women, especially childcare tasks, and explore ways to reduce them.

AFD's guidelines are expected to result in the following internal priorities:

- Mainstreaming gender into fighting poverty, including developing a system of impact evaluation and an internal think tank on operational measures to advance the process;
  - Including gender recognition among the priorities defined in the "Cadre d'Intervention Prioritaire" (Priority Intervention Framework, or CIP) and the AFD operational procedures manual to ensure that the necessary provisions are included at all stages of an intervention;
  - Drawing on the "Fonds d'Appui et d'Intervention" (Support and Intervention Fund, or FAI) from the identification stage throughout the project/program preparation to mobilize external support by consultants for projects that can serve as models of gender mainstreaming for AFD;
  - Reinforcing the ongoing gender training program; and
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- Creating an operational support function within the “Département des Politiques et des Etudes” (Policy and Research Department, or DPE), similar to that for the environment, to assist the gender mainstreaming process.

## 9. GERMANY

### FEDERAL MINISTRY FOR ECONOMIC CO-OPERATION AND DEVELOPMENT

#### Bundesministerium für wirtschaftliche Zusammenarbeit und Entwicklung (BMZ)

In May 2001, Germany updated its gender strategy to reflect issues raised at the UN Fourth World Conference on Women in 1995, and through international experience and discussion. The current strategy, called the “BMZ Strategy Paper: Concept for the Promotion of Equal Participation by Women and Men in the Development Process,” is a binding BMZ development policy directive for German implementing organizations. The concept is based on “social gender,” i.e., the roles of women and men as attributed to them by society as opposed to biology. Subject to change, the rights and duties of women and men are closely correlated so that men must be included if gender-specific inequalities are to be overcome. At an early stage of each development activity, the respective needs of women and men are investigated, and development cooperation is formulated accordingly. The concept provides guidance for taking account of the gender-specific approach throughout all policy fields and the planning and decision-making processes—in other words, gender mainstreaming.

The equality concept is closely related to cross-sectoral concepts on poverty alleviation. Because the majority of the poor are women, consideration of gender roles is a prerequisite for successful and sustainable poverty reduction. The gender concept also is based on the belief that gender-specific discrimination is a violation of human rights and a barrier to social and economic development and that overcoming such discrimination is a criterion for good governance.

The aim of the concept is to contribute to equal participation by women and men in the development process and to achieve, in the long term, an improvement in the status of women and their empowerment. This is best achieved if development projects do not just address improving the situation of women but aim to change the relationship between women and men.

The following principles apply to the implementation of the concept, taking into account specific regional and sectoral conditions:

- Women and men are to have equal influence on the formulation of development measures and should derive equal benefits from them;
- Gender roles must be taken into account at the macro, meso, and micro levels;
- Efforts for achieving equality between women and men are based on initiatives in politics and society in the partner country and contribute to strengthening such efforts; and
- While the aim of gender equality is to be pursued as a cross-sectoral task in all projects, it is also important to pursue women-specific activities with the objective of achieving equality between women and men.

The concept on gender equality addresses society as a whole. It cannot be confined to one special target group or to women alone. When planning and implementing development cooperation, sociocultural issues must be considered, knowing that changes are feasible and necessary but can be brought about only

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gradually. Culture and tradition, however, must not be used as an excuse to justify the neglect of human rights and, thus, of women's rights.

The following instruments are used to implement the concept:

- Gender analyses of target groups and partner organizations;
- Application of the results of these analyses in project formulation, e.g., through gender-specific indicators in the planning, implementing, monitoring and evaluating of projects; and
- Gender-oriented selection of personnel and partner organizations.

Equal participation by both genders is a cross-sectoral task, with three questions forming the basis for gearing projects to the goal of achieving equality:

- How is labor divided between women and men in practice?
- Do women and men have equal access to and control over needed resources?
- Do women and men have equal influence on decision-making processes?

In country programming, i.e., in the policy dialogue, in country and regional strategies, and in key sector strategies, care must be taken to highlight the differing living conditions of women and men and to draw conclusions for future development cooperation. In project work, gender issues are of general importance for project identification, appraisal and all other project phases.

The BMZ strategy is largely in line with the results of world conferences and international conventions, including the 1993 UN World Conference on Human Rights in Vienna, the 1995 OECD/DAC meeting, and the 1995 UN Fourth World Conference on Women in Beijing.

## **10. IRELAND**

### **DEPARTMENT OF FOREIGN AFFAIRS, DEVELOPMENT COOPERATION IRELAND (DCI)**

Key concepts underlying Ireland's new Gender Equity Policy, issued in September 2004, are that "gender inequality is the most prevalent form of social disadvantage within societies" and that "without a clear and unambiguous commitment to gender equality, eliminating poverty is impossible." The policy's goal is "to support the achievement of gender equality as an essential component of sustainable human development."

The new Policy focuses on three areas for male/female equality: full achievement of human rights, equal access to resources and services, and equal participation in political and economic decision-making. The Policy not only identifies what must be done to achieve gender equality, it also endorses a strategy of how it should be done. Emphasizing mainstreaming based on partnership and dialogue as the primary approach, the strategy also stresses that mainstreaming does not replace the need to promote women-specific interventions as well. Therefore, activities aimed at eliminating gender inequality by targeting women and girls and supporting institutions promoting gender equality remain an integral part of the strategy.

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DCI's Policy explicitly states that women's empowerment is essential to achieving gender equality. Described as a "bottom-up process of transforming gender power relations through individuals or groups, developing awareness of women's subordination, and building their capacity to challenge it," empowerment allows women "to move into the political and social mainstream and shape it in a way that fits with their needs and constraints." The ultimate goal of women's empowerment, according to the strategy, is for women themselves to be the active agents of change.

Ireland's Policy requires developing an action plan within three years, which then will be embedded within DCI. Overseen by a Gender Team, led by a Senior Gender Advisor at headquarters and gender specialists in overseas embassies, the plan includes specific objectives, some of which are highlighted below:

- Clear gender equality objectives will be established for all development activities;
- Both mainstreaming entry points and female-specific projects will be prioritized, and gender-sensitive performance indicators will be identified to monitor progress;
- Formal mechanisms for policy dialogue will be supported, and the policy environment will be influenced by identifying practical gender equality measures;
- Gender analyses of all activities will be undertaken before, during, and after implementation;
- Activities will support capacity development within Ministries of Finance and Planning to provide "gender aware" budgets, and methodological tools promoting greater transparency in policy processes will be introduced so that budget allocations reflect policy intentions;
- Sectorwide approaches will be employed to promote gender mainstreaming by highlighting links between national gender equality policy, sector policies, and budgets;
- Capacity for gender analyses, planning, and cooperation within and among diverse ministries will be supported and strengthened; and
- Introducing gender issues in stakeholder and donor consultations and supporting participatory processes permitting women's organizations and individual women, men, girls, and boys to identify their needs, constraints, and desired opportunities, will be encouraged.

Within DCI itself, Ireland's Policy stresses establishing institutional mechanisms for ensuring broad organizational ownership and responsibility for delivering on the gender objectives within the allotted three years. During that period, DCI staff will acquire adequate capacity to undertake gender analyses and design programs to support the policy. The DCI Policy objectives are viewed as the baseline against which implementation results will be assessed, and the Gender Team at headquarters will develop monitoring tools, including both qualitative and quantitative indicators, to evaluate success.

DCI's Policy is in accordance with the international conventions and declarations that Ireland has signed and to which it remains committed, including the UN Millennium Development Declaration, the Beijing Platform for Action, and the Convention for the Elimination of all Forms of Discrimination against Women (CEDAW).

## 11. ITALY

### **MINISTERIO DEGLI AFFARI ESTERI, DGCS (MINISTRY OF FOREIGN AFFAIRS)**

Italy's international development cooperation program establishes gender as a transversal theme across its programmatic footprint. Italy's Gender Guidelines are the result of a consultative process involving a wide

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range of Italian institutions and actors—gender specialists, development NGOs, women’s organizations, researchers, and development practitioners—who affirmed the guiding principles, goals, and objectives of Italian aid in light of the “Platform for Action” of the 1995 UN Fourth World Conference on Women in Beijing. At the international level, in the late 1990s the DGCS launched new partnerships with the United Nations Development Fund for Women (UNIFEM) and the UN Population Fund (UNFPA).

In 1987, LAW NO. 49/87 created a WID office in the DGCS, and its activities were funded with earmarked funds. In a new structure effective January 2000, gender issues are no longer the responsibility of a separate office. The DGCS aims at mainstreaming gender in country bilateral programming and recognizes equal opportunities as a prominent issue in human development.

The Gender Guidelines focus on the need to determine in-depth cultural changes in society and to bring about a substantive impact on women’s economic conditions to fight poverty. The purpose is to mainstream gender and facilitate equal opportunities as a prominent goal in human development.

Major areas for future action include:

- Establishing visible accountability mechanisms for gender mainstreaming;
- Increasing practice of the Gender Guidelines to bring about effective change in DGCS procedures in order to make use of the proposed instruments;
- Further integration of gender into country programming to foster mainstreaming beyond the project level; and
- Strengthening technical capacities in social development and gender in the DGCS.

## 12. JAPAN

### **JAPAN INTERNATIONAL COOPERATION AGENCY (JICA) JAPAN MINISTRY OF FOREIGN AFFAIRS**

Based on the concepts of “humanitarian and moral considerations” and “the recognition of interdependence among nations,” Japan’s Official Development Assistance (ODA) commitments have increased and expanded, placing Japan as the top donor in the world today in terms of net ODA disbursement. Most bilateral assistance grants are issued by the Japan International Cooperation Agency (JICA), while the Japan Bank for International Cooperation is in charge of bilateral loans.

Japan has explicitly instituted the importance of the women in development (WID) approach in its official aid policy. The discrete steps include formulating and reviewing WID-related guidelines and procedures, establishing a management structure to promote WID policies, securing resources for promotion of WID in aid agencies, implementing training on WID issues for staff members of aid agencies, and implementing gender analysis of the target population of aid projects.

JICA’s basic policy on gender/WID includes the expansion of projects aimed at the empowerment of women, along with the full-scale adoption of gender mainstreaming. In the areas of project planning, implementation, and evaluation, JICA is realizing results from projects based on the OECD/DAC’s “Guiding Principles to Aid Agencies for Supporting the Role of Women in Development” (1989) and “DAC Guidelines for Gender Equality and Women’s Empowerment in Development Co-operation”

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(1998). Consistent with its strategy, in the 1990s JICA established the Study Group on Development Assistance for Women in Development, started training of experts in the gender/WID field, began Country WID Profile Surveys, and assigned personnel responsible for gender/WID concerns in related departments at its headquarters and in its overseas offices. JICA also works to promote collaboration with international donor agencies.

### 13. NETHERLANDS

#### **DSI/VR, WOMEN AND DEVELOPMENT DIVISION SOCIAL AND INSTITUTIONAL DEVELOPMENT DEPARTMENT NETHERLANDS MINISTRY OF FOREIGN AFFAIRS**

The Netherlands Directorate General for International Cooperation wants to combat poverty in a sustainable manner. Its foreign aid and sectoral budget aid packages are largely guided by the key policy aims of poverty reduction, gender equality and women's empowerment, environmental protection, good governance, and institutional development. These are collectively expressed by the Dutch acronym "GAVIM." The GAVIM policy goals are based partly on international agreements reached at the UN Conferences of the 1990s. They also also informed by international development targets from the OECD's *Shaping the 21<sup>st</sup> Century*.

Dutch development policy sees women's involvement as crucial to bringing about sustainable development and reducing poverty. Initiatives are designed to integrate women's needs, interests, and potential into mainstream policy in recipient countries. GAVIM policy goals follow this working definition for mainstreaming: integrating gender equality into analyses and formulation of all policies and initiatives to facilitate the active participation of both women and men in decision-making to incrementally increase women's empowerment. The three primary GAVIM policy goals include:

- Greater equality (both qualitative and quantitative) between men and women and women's increased self-determination;
- Improved efficiency and sustainability of development activities; and
- Transformation of the main lines of policy by including women's input with a view to achieving the ultimate goal of a just, democratic, safe, and peaceful global society.

The underlying policy principles are to increase women's influence over and participation in the preparation and implementation of development activities, to promote economic empowerment of women, to strengthen women's organizations, and to stimulate communication among women. The terms of the Dutch policy on women and development have been based more fully on international consensus, which stresses the "mainstreaming" of gender equality and the empowerment of women. These two approaches are being implemented coaxially in all of the GAVIM program areas.

The Netherlands is mainstreaming women and development policy into its development cooperation at the bilateral and multilateral levels. Gender is also being incorporated in the sectoral approach, the policy environment, and institutional development. Since the sectoral approach has incorporated women and development, the Netherlands has identified the following lessons:

- The choice of sector largely determines the extent to which contributions can be made to gender equality.
- Mainstreaming gender equality requires commitment and gender capacity at the highest levels.
- Capacity for mainstreaming gender equality is often insufficient.
- Lack of shared views among donors tends to be a bottleneck.
- Donor coordination can be enhanced by creating a gender working group.
- Sectoral gender policy should be translated into specific objectives and meaningful and measurable outcomes and actions.
- The mainstreaming of gender policy has implications for sector reform and institutional change processes.
- The mainstreaming of gender equality as a crosscutting policy issue should be a specific point of attention in technical missions, reviews, and evaluations.

## 14. NEW ZEALAND

### **THE NEW ZEALAND MINISTRY OF FOREIGN AFFAIRS & TRADE, HUMAN RIGHTS DIVISION NEW ZEALAND AGENCY FOR INTERNATIONAL DEVELOPMENT (NZAID)**

The New Zealand Agency for International Development (NZAID) has had a long-term policy of working to achieve equitable development benefits for women and men and girls and boys. The goal of the NZODA (New Zealand Official Development Assistance) Policy on Gender and Development, adopted in 1998, is the participation of women and men as equal partners in contributing to and benefiting from sustainable, people-centered development. The objectives of the policy are to:

- Increase policy dialogue on gender equality and assist partners to strengthen their institutional capability to address gender equality;
- Ensure that NZODA programs and projects are fully consistent with the Beijing (UN Fourth World Conference of Women) Platform for Action of 1995;
- Promote an active policy of mainstreaming a gender perspective in NZODA policies, programs, and projects to ensure they include consultation with women and men, are based on a full analysis of differential impacts of activities on women and men, and provide equal opportunities for women and men to contribute to and benefit from development;
- Support initiatives specifically directed toward women or toward closing the gender gap, complementary to a mainstreaming strategy.

The 1989/1999 review of the Gender and Development (GAD) action plan (undertaken to fully implement the GAD policy) found that of the parts of the NZODA program that could be measured for GAD integration, 51 percent were either GAD specific or fully gender integrated. Also in the late 1990s, three independent DAC evaluations of the extent to which gender issues were integrated in NZODA programs in the environment/natural resources development, education and health/reproductive health sectors found that: “There are many positive examples of addressing and promoting gender equality in project design and implementation” and “New Zealand has many positive experiences to share with other donors.”

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With the recent establishment of NZAID as a separate development agency in 2002, the existing NZODA Gender and Development Policy (adopted in 1998) and Action Plan are currently being reviewed. However, the intent and general objectives of the policy are not expected to change significantly.

NZAID has adopted both a mainstreaming approach and support for initiatives specifically aimed at closing the gender gap. New Zealand places special emphasis on developing close relationships with women's offices and women's NGOs in the Pacific, and representatives of these groups often have been involved in bilateral program discussions. Most bilateral programs in the Pacific include allocations for GAD-specific initiatives.

## **15. NORWAY**

### **MINISTRY OF FOREIGN AFFAIRS**

#### **NORWEGIAN AGENCY FOR DEVELOPMENT COOPERATION (NORAD)**

The Norwegian Agency for Development Cooperation (NORAD) assists developing countries in their efforts to achieve lasting improvements in political, economic, and social conditions. Norway first identified the need for integrating women's concerns into Norwegian development assistance in 1975, and was one of the first countries in the world to apply such a strategy. In 1992, Norway placed considerable emphasis on women and development in its development strategy. NORAD supports the efforts of partner countries to meet their obligations under the UN Convention on the Elimination of All Forms of Discrimination against Women and the UN Fourth World Conference on Women in Beijing and assists partner countries in meeting these obligations by producing national action plans. Its policy has continued to evolve since that time. NORAD now incorporates the Millennium Development Goals into its strategy as well.

The main elements of the Norwegian policy toward developing countries are based on the recognition that it is necessary to strengthen the position of women and promote equal rights and opportunities for women and men in all areas. Government must "make systematic efforts to ensure that the women's and gender equality perspectives are integrated into international development cooperation and in Norwegian aid." In Norway, gender equality is a national concern, not just a matter of women's rights. As a world leader in gender equality, Norway also must meet international expectations in its international development aid and cooperation. Awareness of women's rights is regarded as extremely important if women are to be able to influence the political process and their own development. NORAD states its position strongly: "If the process of creating equal rights for women and men is to succeed, a radical development process at the national level is required. This in turn requires political will."

NORAD recognizes that special initiatives may focus on women, but the goal must be to integrate gender equality into all development cooperation efforts. It also acknowledges that "working to achieve gender equality through development cooperation is time-consuming, and adequate resources must be made available to achieve success."

In its Strategy leading up to 2005, NORAD identifies goals of development assistance in the following priority areas:

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- Rights, including issues of formal gender equality, legislation, human rights in the multilateral context, and international monitoring of national commitments, violence against women in and outside the home, and in armed conflict;
- Decision-making processes, including every aspect of the development process, democratization, conflict prevention, and peace processes;
- Economic participation, from the international economic framework, to economic reforms and research, to industrial development and agriculture;
- Education, from basic education to higher education and education for adult women;
- Health, including primary and reproductive health care; and
- Management of natural resources and the environment, since women are an integral part of the ecosystem, particularly regarding management of natural resources, food production, agriculture, nutrition and health, and women's traditional knowledge.

Throughout NORAD's strategy, there is an emphasis on monitoring, quality assurance, and reporting, both quantitatively and qualitatively. It also recognizes that development assistance recipients have responsibilities, too, to meet the goals and expectations of bilateral assistance.. NORAD consistently works with other international donors through joint financing agreements and encourages simplification of agreements for recipient countries.

## **16. SWEDEN**

### **SWEDISH INTERNATIONAL DEVELOPMENT COOPERATION AGENCY (SIDA)**

Sweden participates in cooperative global development efforts through SIDA. Gender equality has become an integral part of all aspects of SIDA's work. However, over the years shift has occurred from a focus on separate, special efforts for women to a mainstreaming strategy, with support to special efforts to promote equality, and a move from an exclusive focus on women to a focus on women and men and the relationships between them—a gender approach. Gender equality is now an integral part of all aspects of social development. SIDA's Action Programme for Promoting Equality between Women and Men in Partner Countries is comprised of three parts—a policy, an experience analysis, and an action plan and covered the five-year period from 1997 to 2001.

Building on the Beijing Platform for Action, the policy of equality between women and men is based on two premises: that it is a matter of human rights and a precondition for effective and sustainable people-centered development. Experience analysis of the promotion of equality in Sweden's development cooperation is based on earlier analyses and on a process of consultation with all operational departments carried out since 1996. It identifies the constraints and potentials in all areas of SIDA's development cooperation for promoting equality between women and men based on past experience and places emphasis on identifying "best practices." Mainstreaming is identified as integral to the development of and dialogue on all overall policies and strategies, as well as including country strategy development and analyses, policy dialogue, policies, projects, and programs.

SIDA's Action Plan contains the activities that will be undertaken by individual departments and divisions and outlines the rationales, concrete goals, activities, monitoring procedures, and the required institutional development for each department/division. The main focus of the Action Plan is the incorporation of attention to equality between women and men into all existing and planned activities and routines and

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across other Action Programs for sustainable livelihoods and poverty reduction, peace, democracy, and human rights and environmentally sustainable development. SIDA recognizes the importance of sex-disaggregated data, analysis, and monitoring and reporting at all levels of development.

Guidelines for institutional management are identified, from basic job descriptions to guiding personnel principles, to management roles and responsibilities, organizational structures and resources, embassy roles and responsibilities, field personnel, and consultants. Training is considered key. The Action Plan contains checklists for actions internally and in partner countries and lists of department-specific action plans.

## **17. SWITZERLAND**

### **SWISS AGENCY FOR DEVELOPMENT & COOPERATION (SDC)**

International cooperation is one of Switzerland's important foreign policy instruments, and the SDC is a specialized center that coordinates this cooperation. SDC's gender strategy aims to increase women's and men's opportunities to exercise their rights equally and gain equal access to and control over the benefits of sustainable human development. Gender has been integrated as a crosscutting issue in SDC's activities since 1990, and the first SDC policy for gender-balanced development was formulated in 1993. However, in 2003, the SDC thought it necessary to develop a new gender policy to ensure a more systematic integration of gender into the full range of SDC's activities. The strategy to achieve this is "to mainstream the empowerment of women and men as active participants in transforming gender relations in a process of constructive engagement, and where possible, collaboration."

SDC has adopted a flexible approach to gender mainstreaming, with Cooperation Offices, assisted by the SDC Gender Unit, developing context-specific strategies and tools. This policy applies to all interventions undertaken in the bilateral and multilateral work of SDC and to its humanitarian aid. Based on SDC's experience and the wider policy aims of SDC, this strategy promotes:

- Capacity building—to support SDC's staff and partners, including skills training workshops and development of procedures for gender-aware planning and monitoring;
- Development of a tool kit by the SDC Gender Unit to help collaborators at different phases in the planning process;
- Support for national/local partners to address mechanisms that create and perpetuate poverty and inequalities, including those between women and men;
- Improvement of the economic and social framework conditions covering basic needs and preventing environmental problems and conflict; and
- Analysis and development of a gender-aware baseline, identification of objectives and results, indicators to monitor program outputs, elaboration of a strategic framework, working with gender-aware and competent partners, and measures to increase equal opportunities.

The SDC assigns responsibility for monitoring the implementation of its gender equality policy to all levels of the organization, from the members of the Board of Directors and heads of divisions to country directors, program officers, and heads of project. The Gender Unit/Governance Division is responsible for providing gender-monitoring support to SDC and its partners. SDC's Strategy is presented succinctly and in a format easy for public understanding.

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## 18. UNITED KINGDOM

### DEPARTMENT FOR INTERNATIONAL DEVELOPMENT (DFID)

The Department for International Development (DFID) administers the United Kingdom's overall foreign development assistance with a view to reducing global poverty and promoting sustainable development, in particular through achieving the Millennium Development Goals. Earlier, the 1997 White Paper on International Development strengthened UK policy on gender equality by reaffirming the UK's commitment to put gender equality at the heart of international development work and recognizing the vital link between human rights and poverty.

DFID's strategy supports the achievement of 10 specific objectives, consistent with both the International Development Targets and the Beijing Platform for Action, and mainstreams gender equality in all development activities. The highlights of DFID's strategy are to:

- Promote equality of rights for women and men through international and national policy reform;
- Secure greater livelihood security, access to productive assets, and economic opportunities for women and men;
- Further close gender gaps in human development, particularly education and health;
- Promote the more equal participation of women in decision-making and leadership roles at all levels;
- Increase women's personal security and reduce gender-based violence;
- Strengthen institutional mechanisms and national machineries for the advancement of women in government and civil society;
- Promote equality for women under the law and nondiscrimination in access to justice;
- Reduce gender stereotyping and bring about changes in social attitudes in favor of women;
- Help develop gender-aware approaches to the management of the environment and the safeguarding of natural resources; and
- Ensure that progress is made in upholding the rights of both girls and boys within the framework of the Convention on the Rights of the Child.

The UK also has committed to gender strategies of such organizations as the United Nations, the World Bank, the European Union, the Commonwealth Secretariat, the OECD/DAC, and other development banks. DFID supports actions through three channels: supporting governments, civil society, and the private sector to implement the Beijing Platform for Action and to include gender equality goals in the mainstream of all development programs; strengthen collaboration and coordination for the achievement of gender equality goals among the above donors; and DFID's own internal capacity through improved research and knowledge development, information support, and skills development.

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